



HM INSPECTORATE OF CONSTABULARY IN SCOTLAND

Joint Research Paper: Policing Ethnic Minority Communities in Scotland

January 2015

'A user-focused approach to capture public views on Police Scotland Equality Outcomes through a series of collaborative community consultation events with ethnic minority residents in Scotland.'





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HM Inspectorate of Constabulary in Scotland

HM Inspectorate of Constabulary in Scotland (HMICS) is established under the Police and Fire Reform (Scotland) Act 2012 and has wide-ranging powers to look into the 'state, effectiveness and efficiency' of both the Police Service of Scotland (Police Scotland) and the Scottish Police Authority (the Authority).¹

We have a statutory duty to ensure that the Chief Constable and the Authority meet their obligations in terms of best value and continuous improvement. If necessary, we can be directed by Scottish Ministers to look into anything relating to the Authority or Police Scotland as they consider appropriate. We also have an established role in providing professional advice and guidance on policing in Scotland.

- Our powers allow us to do anything we consider necessary or expedient for the purposes of, or in connection with, the carrying out of our functions.
- The Authority and the Chief Constable must provide us with such assistance and co-operation as we may require to carry out our functions.
- When we publish a report, the Authority and the Chief Constable must also consider what we have found and take such measures, if any, as they think fit.
- Where we make recommendations, we will follow them up and report publicly on progress.
- We will identify good practice that can be applied across Scotland.
- We work with other inspectorates and agencies across the public sector and co-ordinate our activities to reduce the burden of inspection and avoid unnecessary duplication.
- We aim to add value and strengthen public confidence in Scottish policing and will do this through independent scrutiny and objective, evidence-led reporting about what we find.

Our approach is to support Police Scotland and the Authority to deliver services that are high quality, continually improving, effective and responsive to local needs.²

This research paper seeks to illuminate ethnic minority community perspectives so as to add value to further work and discussion on the topic of policing ethnic minority communities in Scotland. As this research project did not constitute an inspection of Police Scotland in terms of Section 74 (2) (a) of the Police and Fire Reform (Scotland) Act 2012, our report is not laid before the Scottish Parliament in terms of Section 79 (3) of the Act. It will however be shared with Scottish Government, Police Scotland and the Scottish Police Authority with the objective of assisting Police Scotland towards the achievement of its published equality outcomes and duties under the Equality Act (2010) (Specific Duties) (Scotland) Regulations 2012. The report will also be published on the HMICS website so that it can be accessed by a wider audience including those who participated in our research.

¹ Chapter 11, Police and Fire Reform (Scotland) Act 2012.

² HMICS, Corporate Strategy 2014-17 (2014).



Contents

	Page
Aim of our research	5
Background to Research	6
Introduction to this research paper	6
About Police Scotland	8
Police Scotland equality outcomes	9
Monitoring and enforcement of public sector equality in Scotland	9
Methodology	10
Findings	14
Key findings	14
Cross-cutting themes	14
Women's group	15
Young people	16
Older people	17
Suggestions and solutions	18
Top three priorities from ethnic minority perspectives (common to all three groups)	19
Conclusions, analysis and response by HMICS	20
Discussion with Police Scotland	22
Feedback to delegates	24
Conclusion	24
Appendix A – KETSO tables	26
Appendix B – About CEMVO	29



Aim of our research

The aim of this research was to engage directly with ethnic minority residents in Scotland through a limited series of community consultation events on the subject of published Police Scotland Equality Outcomes. The objective of our research was to ascertain various community perspectives including whether ethnic minority residents felt that the published police equality outcomes were appropriate to the needs of their communities. As part of our research, we also sought to identify and capture general thoughts on policing in Scotland, together with any specific recurring ethnic minority views or concerns around policing delivery, composition, activity or performance.

Our research was conducted in partnership with Council of Ethnic Minority Voluntary Sector Organisations (CEMVO) Scotland who are a strategic partner of Scottish Government and who have extensive experience in researching ethnic minority issues in Scotland.³ The research activity was conducted by Dr. Brian Plastow, HMICS, and Eleanor McKnight, CEMVO with the assistance of Joanna Drapper, HMICS and various members of CEMVO staff. Executive Lead was provided by Mr Andy Cowie, Assistant Inspector of Constabulary for Scotland.

HMICS wishes to record our appreciation to Mr Colin Lee, Chief Executive, CEMVO Scotland and to Superintendent Gavin Phillip, Police Scotland National Safer Communities Team for their assistance and important contributions to this research.

It should be noted that this was a relatively small-scale and modest research project. As such, the paper makes no claim that the findings are capable of generalisation to the entire ethnic minority population in Scotland.

³ See Appendix B for further information about CEMVO.

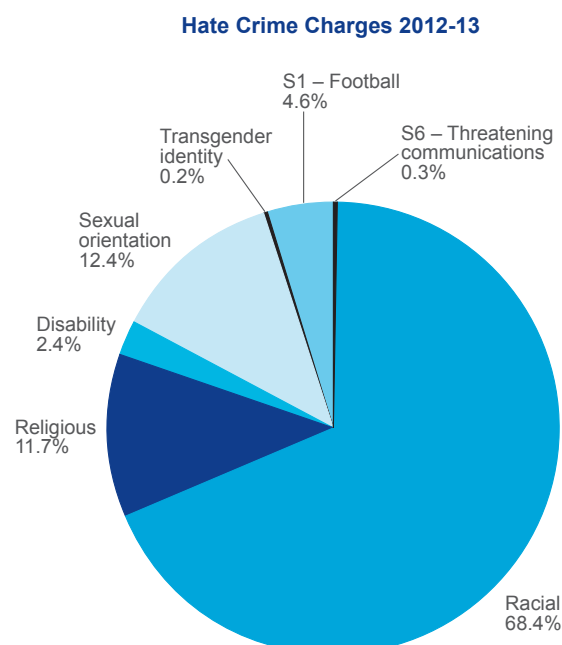


Background to research

Introduction to this research paper

1. In late 2013, Her Majesty's Inspectorate of Constabulary in Scotland determined that it would conduct a small scale research project to capture public views on published Police Scotland equality outcomes through a series of collaborative community consultation events with ethnic minority residents in Scotland. HMICS then obtained the assistance of CEMVO to plan and facilitate of a small number of community consultation events which took place in February and March 2014.
2. Whilst recognising that equalities legislation applies to many protected characteristic groups, the decision to focus initially on ethnic minority communities was based on a number of factors, including data on hate crime offences reported to the Crown Office and Procurator Fiscal Service in Scotland for 2012/13,⁴ where racial crimes accounted for 68.4% of hate crime charges.

Figure No 1: Hate Crime Charges in Scotland 2012-13.



⁴ http://www.copfs.gov.uk/images/Documents/Equality_Diversity/Hate%20Crime%20in%20Scotland%202012-13.pdf



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3. There were also a number of other strategic drivers for consultation and engagement which are summarised as follows:
- The Equality Act 2010 (Specific Duties) (Scotland) Regulations 2012 places specific equality duties on 'policing' via the Scottish Police Authority and the Chief Constable of Police Scotland. Accordingly, HMICS in monitoring police effectiveness and efficiency has a direct interest in ensuring that the 'policing' commitment to equality matches the needs and expectations of minority communities in Scotland.
 - HMICS has a legal duty under Section 74 of the Police and Fire Reform (Scotland) Act 2012 to exercise a general scrutiny function over both the Authority and the Service to whom those specific equality duties apply.
 - Whilst HMICS itself is not a listed public authority under the 2010 Act, we do nevertheless seek to ensure that we promote equality in all areas of our own organisational development and corporate processes.
 - HMICS is designated as a 'listed authority' under the Public Sector Reform (Scotland) Act 2010 and therefore has a legal duty to secure continuous improvement in user focus in the exercise of our scrutiny functions [Section 112 (1)].
 - We recognise the need to ensure that minority communities and all protected characteristic groups are given a 'voice' in policing debates in Scotland, but also acknowledge the longstanding significance of race equality in particular to contemporary debates concerned with the policing of diverse communities in the United Kingdom.
4. With these various legislative and equality drivers in mind, the strategic intent was to conduct a limited series of ethnic minority community consultation and engagement events throughout Scotland. This with the specific intention of achieving '**User Focus**' by:
- Engaging and consulting directly with a small number of focus groups of ethnic minority citizens on the subject of the published Police Scotland Equality Outcomes. This with the aim of ascertaining whether there are any specific recurring ethnic minority views or concerns around policing delivery, composition, activity or performance in Scotland that may not have been captured through other 'mainstream' consultation and engagement mechanisms by Police Scotland and others.
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- To offer a platform for ethnic minority citizens to discuss policing in Scotland and to create the opportunity to capture and discuss recurring themes, concerns and/or positive perspectives with the primary scrutiny body responsible for monitoring police effectiveness and efficiency.
 - To enable HMICS and CEMVO to capture and share the learning from this consultation and engagement with other regulatory bodies, and in turn to help shape the HMICS Corporate Plan 2014-2017 and its scrutiny plan for 2014/15 and beyond.
 - To give ethnic minority communities a 'voice' in relation to scrutiny considerations, and as a corollary to assist HMICS in securing and demonstrating continuous improvement in 'user focus' in the exercise of our policing scrutiny functions.

About Police Scotland

5. The Police and Fire Reform (Scotland) Act 2012 created a single Police Service of Scotland on 1 April 2013 bringing together expertise across the country to improve service delivery to individuals and local communities in Scotland.
6. The strategic aims of police reform are to:
 - Strengthen the connection between services and communities by creating a new formal agreement with each local authority in Scotland
 - Create more equal access to specialist support
 - Protect and improve local services within available budget⁵
7. For the public, this should mean:
 - Better targeted local policing
 - Improved access to, and quality of, policing services in Scotland
 - A more sustainable service providing value for money

⁵ Scottish Parliament, Police and Fire Reform (Scotland) Bill: Policy Memorandum (2012)
[http://www.scottish.parliament.uk/S4_Bills/Police%20and%20Fire%20Reform%20\(Scotland\)%20Bill/Policy_Memo.pdf](http://www.scottish.parliament.uk/S4_Bills/Police%20and%20Fire%20Reform%20(Scotland)%20Bill/Policy_Memo.pdf)



8. All of this is underpinned by a commitment to equality and diversity. To further this aim, and satisfy statutory duties under the Equality Act (2010) (Specific Duties) (Scotland) Regulations 2012, Police Scotland has developed national equality and diversity outcomes to explicitly outline its commitment to meet the needs of members of the public and staff who share relevant protected characteristics. Local policing plans should identify local priorities and objectives towards achieving the service delivery objectives within these outcomes.

Police Scotland equality outcomes

9. Police Scotland has published seven equality outcomes that it seeks to achieve as follows:⁶

Figure No 2: Police Scotland Equality Outcomes (published April 2013).

1	People better recognise hate crimes and incidents and feel confident in reporting them.
2	Individuals within protected groups feel safe and secure within their local community.
3	Victims of gender-based violence are confident that the police are responsive to their needs.
4	People from, and across, protected groups are meaningfully engaged with us and their views contribute to service improvements.
5	Everyone in Scotland is able to contact the police when they require our assistance and this experience is positive.
6	We have a workforce that is reflective of our communities to increase trust and confidence in the police.
7	We have a workforce where people feel valued and encouraged to maximise their potential to ensure the most efficient and effective service is delivered.

Monitoring and enforcement of public sector equality in Scotland

10. The Equality and Human Rights Commission (EHRC) in Scotland is the body with primary legislative responsibility for monitoring public authorities' performance against the Scottish Specific Equality Duties and for enforcement of equalities legislation. Between May and October 2013, EHRC conducted a programme of work to monitor listed authorities' compliance with the Equality Act (2010) (Specific Duties) (Scotland) Regulations 2012. Further details of this programme can be found on the EHRC website.⁷

⁶ <http://www.scotland.police.uk/assets/pdf/foi-documents/diversityandequalityinpolicescotlandreportfinal?view=Standard>

⁷ <http://www.equalityhumanrights.com/about-us/devolved-authorities/commission-scotland/public-sector-equality-duty-scotland>



Methodology

11. The methodology deployed as part of this research project sought to strike a balance between relatively modest research in terms of scale and affordability, and the achievement of small-scale yet meaningful consultation and engagement. With this in mind, a mainly qualitative research approach was favoured using a short series of **three distinct ethnic minority consultation and engagement events**:
 - Women
 - Young People (16-25)
 - Older People (65+)
12. These events typically comprised of morning capacity building sessions where input was given to delegates on:
 - Introduction to HMICS and CEMVO on what we do
 - Input on Police Reform by HMICS
 - Input on the Police Scotland 2013/14 priorities by HMICS
 - An overview of Police Scotland equality strategy and equality outcomes by HMICS
 - Input on the wider legal and policy context for equality in Scotland and implications for ethnic minority communities (CEMVO)
 - An introduction for participants to the subsequent focus group activity (CEMVO)



Capacity Building Session for ethnic minority women held at Govanhill.



13. Delegates at each session were then divided into smaller **focus groups** for the afternoon sessions. These sessions used KETSO⁸ a 'toolkit for creative and effective engagement' in order to provide participants from a range of backgrounds, and engaging with policing from a variety of perspectives, an opportunity to further explore and consider, discuss and explore the equality outcomes set by Police Scotland.
14. The toolkit is used to capture and display people's ideas around a central idea and sub-themes. Those thoughts and ideas are then captured and are displayed as a 'thought-tree' where the central theme (in this case Police Scotland) is the trunk, sub-themes (the seven Police Scotland Equality Outcomes) are the branches, and ideas about what works well and what can be improved are the ideas written on to different colour-coded leaves. The data is then aggregated into a Ketso computer software package where information is coded and analysed.

⁸ See www.ketso.com



Example of completed Ketso Toolkit.



15. This approach was designed to achieve a user-focused approach to capture public views on Police Scotland equality outcomes through these collaborative community consultation events with ethnic minority residents in Scotland.
16. Each group were then asked to focus on five of the seven⁹ Equality Outcomes which Police Scotland had published in 2013 (see paragraph 9). They were added to the trunk (Police Scotland) in the form of the following 'branches':
 - Contacting the police
 - Safety and security
 - Community engagement
 - Hate crime
 - Employment

⁹ Internal workforce values and gender-based violence were excluded for practical reasons.



17. Participants were asked to share ideas for each of the branches on what policy or practice they felt should continue, what needed to change, and finally to offer some suggestions for the future. This enabled a consolidated picture to be developed over the three groups. Comments collated from the three groups on the performance of policing in Scotland across all five ‘branches’ can be visualised in the tables shown in **Appendix A** to this report and each equality outcome shows the differing responses from women, elderly or young people.
18. The key messages from these tables will be discussed in more detail in the findings section but may be briefly summarised as:

Figure No 3: Key messages by outcome theme – see tables in Appendix A.

Hate Crime	All groups identify the need for improvements in how the police approach hate crime. ¹⁰ Many saw the term ‘hate’ as a potential barrier to reporting. ¹¹
Contacting the Police	Women had more positive experiences than young people or the elderly of contacting the police. Language services were seen as an area for review as were issues around call grading, recording and providing feedback on reported incidents.
Community Engagement	Women and young people had very positive views and thought that this was a key policing strength in Scotland but the elderly felt less engaged, sometimes due to language barriers. All groups would welcome more engagement.
Safety and Security	Women felt particularly unsafe and insecure in the community and this contrasted starkly with the perceptions of young people.
Employment	All groups were aware that ethnic minorities were significantly under-represented as police officers and expressed the view that this was a significant confidence barrier.

¹⁰ This was also the Finding in the EHRC recent (2014) research reports on disability hate crime ‘Hidden in Plain Sight’ and ‘Out in the Open’. <http://www.equalityhumanrights.com/legal-and-policy/our-legal-work/inquiries-and-assessments/inquiry-into-disability-related-harassment/hidden-in-plain-sight-the-inquiry-final-report>

¹¹ During our research we found that delegates were completely familiar with the terms ‘racial crime’ or ‘racial incident’ but not familiar with the term ‘hate crime’. This has also been found in wider academic research, for example, *Hate Crime: Impact, Causes and Responses*, Chakrobari and Garland, 2009.



Findings

Key findings

- Racial incidents represent the highest percentage of hate crime offences committed in Scotland. However, we found a general lack of awareness amongst research participants about what the term 'hate crime' actually means, or how to report it
- Ethnic minority residents who participated in our research had mixed experiences of policing delivery but most had a largely positive view of policing in Scotland
- Ethnic minority residents agree that Police Scotland has published appropriate Equality Outcomes
- There is significant under-representation of Black and minority ethnic (BME) police officers in Scotland
- Research participants felt that increasing the number of BME officers was the most important equality outcome for Police Scotland, and saw addressing this as the single biggest factor which would help to improve confidence and trust in policing amongst ethnic minority communities in Scotland
- The majority of research participants think that Police Scotland are providing a good service to the public, but felt that there could be more effective community consultation and engagement with minority groups

Cross-cutting themes

19. A total of **45 positive ideas** were provided across all three groups which included the following themes:
 - **Attitudes** – 50% of comments from older people indicated that police were more 'friendly', 'polite', 'helpful' than in the past
 - **Perceived willingness to change** – all three groups felt that the police were generally willing to change – but went on to indicate that it did not always translate into practice
 - **Engagement and outreach** – women and older people felt this had improved e.g. use of lay advisers, contact with BME organisations, but younger people felt that there could be more regular contact with their particular age group (16-25) through schools, higher and further education etc.

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- **Reducing violent crime** – women and young people highlighted that whilst violent crime in Scotland had been reducing and was positive, the ‘softer’ incidents of racism and petty crime were still a problem and were not always tackled effectively

Women’s group

20. This was the largest group and included a number of race practitioners, police lay advisers and organisational representatives as well as individuals from communities. Over twenty positive examples were shared at the start about what is currently working well. However following information sharing sessions and detailed discussion the group began to focus much more on what they felt were still the barriers.
21. For example, concerns were expressed about feeling targeted as a result of racial profiling by the police and others, e.g. ‘Being BME works against you’, ‘If a man has a beard or other religious symbol, they are more likely to be stopped’, ‘The fact you belong to a protected group’ works against you’ (this was a reference to police airport security checks in Glasgow).¹²
22. This group also demonstrated a clear understanding of multiple identity issues which they felt were not being addressed, with one participant stating that she felt BME disabled people were ‘off the radar’ and further that police were sometimes unable to differentiate between race and religion.
23. Discussions uncovered a surprising lack of awareness about what hate crime¹³ is or how to report it and all were unaware of the ability to do so via the Police Scotland website. Participants suggested reasons such as lack of confidence/being scared of not being listened

¹² In 2010, the UK media highlighted concerns from British Muslims about the use of search powers at airports under Schedule 7 of the Terrorism Act and the issue was localised in Scotland through media coverage relating to Glasgow Airport. This was quickly addressed by Strathclyde Police with support from Muslim community leaders. This led to the establishment of an Independent Advisory Group (IAG) for Glasgow Airport to collaboratively address the collective concerns. Working with the IAG, Strathclyde Police developed a 15 point action plan, including bespoke cultural training for ports officers and information leaflets for the travelling public. Community visits were also facilitated to explain the security considerations and differing functions of Police, HMRC, UK Border Force and BAA Security. In July 2011, the Cabinet Secretary for Justice attended a public consultation event instigated by Strathclyde Police and the IAG to provide community reassurance. The work of the IAG has been positively recognised by Muslim community leaders throughout Scotland. HMICS can also confirm that the work of the IAG and the information leaflets were specifically cited as best practice by Mr David Anderson QC, Independent Reviewer of Terrorism Legislation in his 2012 report to Parliament (Pages 101-102) https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/243472/9780108512629.pdf

¹³ Many leading academics agree that hate crime would be better described as ‘crimes motivated by prejudice’, see for example *Hate Crime: Impact, Causes and Responses*, Chakrobarti and Garland: 2009 (Sage publishing)

to, or not being able to prove it and/or further incidents occurring because you did so. Some individuals also felt that the term 'hate crime' was not helpful and defining the crime as such can lead to a decreased willingness to report.

24. Overall personal experiences found the police to be very helpful and polite at the initial point of contact but that follow up and feedback were a less regular occurrence. In other words they thought that initial access to the police was good but that the quality of follow-up and feedback could be improved.

Young people

25. This age group proved hardest to target as a considerable percentage of 16 to 25 years olds cannot be reached through the traditional community engagement routes e.g. contacting religious and community centres. This group also held the most opposing views for example whilst a number of participants held positive perceptions of the police, others shared feelings of disillusionment and distrust. These opposing views perhaps came out most strongly when talking about employment issues:

'They don't know enough about my culture'

'dangerous because of high visibility of small numbers of BME'

'intimidation' BUT

'I want to work with police because they help people and for good relations'.

26. Issues pertinent to this age group such as sports events, travel after dark etc were also raised in discussion e.g. 'Good police presence at football and rugby matches' and 'unsafe after dark or when surrounded by other communities'.

General feelings about the police included the fact that they could sometimes be:

- Unfair
- Hold negative views
- Show disinterest
- Demonstrate lack of openness



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27. These feelings led to young men in particular to express the view that they would be unlikely to access the police for support. The feelings of these young people were informed by a range of variables including personal and anecdotal perceptions and media influence. Although some research participants thought that they may be unlikely to access policing services, most had positive views about policing.
 28. However, a number of the participants had experienced input from local police at their school or university and they found these useful, expressing the wish that the visits should be regularly followed up and built on, as they felt that this would help with building trust and good relations.
 29. As with other groups, there were many positive views about policing and a person-centred approach from the local police was warmly welcomed e.g. 'Someone smashed my window at night and I called the police. They came and gave me a lot of time, stayed with me and I felt safe that night'.

Older people

30. This group held a wealth of experience and insights as to how policing had changed in the decades since they first arrived or had grown up in Scotland. In this regard police 'attitude' was considered particularly important e.g. how friendly/polite/approachable police officers were. The general feeling shared was that the police have become more approachable and that the face of the police was now 'softer'. Regular house visits and knowing individual officers who lived locally were all highly regarded. Older people in particular expressed strong opinions about the need for police to treat them with respect and dignity (an example was shared where police at the front desk asked one of the participants to provide details of a domestic violence incident whilst standing at reception and where other members of the public could overhear).
 31. General feelings were expressed of being 'safer' when police were around, along with an overarching belief in traditional policing roles e.g. 'protecting from danger', although some individuals held the view that uniforms were 'frightening' and plain clothes officers were sometimes better visiting people at home in certain circumstances.
 32. Frustration was also apparent at lack of consistency 'Interpreting provision not always adequate but no-one asks for our feedback'. Whilst most participants spoke excellent English they were very clear that in contacting the police the message was still frequently given that
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if you don't speak English it is your problem not ours.¹⁴ They felt that perhaps not everyone knew before they contacted the police that they could have access to Language Line (telephone interpreting). Variable police response rates were also identified e.g. 'Did not arrive on time' versus 'Police arrived on time' – although this issue was well covered by all three groups.

33. Perhaps surprisingly this was the group which gave most focus to 'employment' issues and the need to recruit and retain more BME/bilingual officers ('police should be more colourful').

Suggestions and solutions

'If you always do what you have always done, you will always be what you have always been and NOTHING CHANGES'.

(Quote from focus group member)

34. The following provides a brief synopsis of suggestions from delegates in relation to areas for improvement. It is accepted that some of these areas do not fall solely to the police service.

Contacting the police

- Quality assure the use of and satisfaction with Language Line
- Improve training in recording and call grading for control room staff

Safety and security

- Increase the use of CCTV and personal alarms in problem areas
- On the spot fines for antisocial behaviour

Community engagement

- Work directly and in a sustained way with schools and colleges to engage more effectively with young BME community (campus officers)
- Recognise and address multiple identity issues and least heard issues/voices

¹⁴ This was a reference by several delegates to their experiences when telephoning the police area control rooms on non-emergency matters.



Hate crime

- Consider the possibility of reporting hate crime by text – accessing a cheap rate for calls
- More events like this/other awareness raising methods to increase understanding and build confidence, and more routine awareness raising across communities

Employment

- Increase BME police officer recruitment and retention
- Confidential outlets for internal complaints by BME officers
- Specialist staff delivering specialist services to EM communities by EM communities

Top three priorities from ethnic minority perspectives (common to all three groups)

35. From analysis of all qualitative data, there were three clear issues where there was consensus over all groups about the most important desired outcomes for ethnic minority communities from Police Scotland. These were:
- **Increase the numbers of BME officers** – develop a five year plan, set targets and report on them
 - **Increase awareness of Hate Crime and what happens if reported** – but also ongoing support needed with the ‘petty’ or ‘low grade’ crime to build confidence in policing (the unheard but very common issues e.g. verbal abuse)
 - **More effective community engagement** – better public consultation with minority and other marginalised or disenfranchised groups (one size approach does not fit all)
36. Some final thoughts from delegates on the consultation sessions:
- ‘Before today I didn’t feel comfortable (speaking to the police)’*
- ‘This is first time we have been involved in this type of engagement’*
- ‘Exercises such as this can be helpful and engaging’*
- ‘Today’s event shows the police are trying to listen which is a good sign’.*
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Conclusions, analysis and response by HMICS

37. As indicated earlier in this paper, this was a relatively modest piece of research conducted by HMICS primarily to explore Police Scotland equality outcomes and to offer a platform for ethnic minority citizens to discuss policing in Scotland, and to create the opportunity to capture and discuss recurring themes, concerns and/or positive perspectives with the primary scrutiny body responsible for monitoring police effectiveness and efficiency.
38. Due to the small sample sizes of mainly qualitative data, **this research paper makes no claim that the findings are capable of generalisation to the entire ethnic minority population in Scotland.** Nevertheless, the findings are of some significance as they indicate some very positive perspectives about policing in Scotland including the general view that policing in Scotland continues to improve.
39. The findings also illustrate the areas where the ethnic minority citizens who participated in these consultation events feel that Police Scotland need to do more and should prioritise their existing commitments to specified equality outcomes.

Increase the number of BME police officers

40. The first priority identified is for Police Scotland to increase the number of BME police officers in Scotland and to set specific achievement targets. Police Scotland has set an equality outcome **‘We have a workforce that is reflective of our communities to increase trust and confidence in the police’** however the word ‘reflective’ may arguably be open to multiple interpretations.
41. The recruitment and retention of BME police officers was a difficult area for the former legacy forces and Police Scotland has now inherited a position where ethnic minorities are significantly under represented as officers. The 2011 Census in Scotland showed that the minority ethnic population as a whole was 4% and that it had almost doubled since the previous census in 2001. The Census also shows that ethnic minority populations are much higher in Scottish cities including 12% of the population in Glasgow, 8% in Edinburgh and Aberdeen, and 6% in Dundee. By contrast, the proportion of Scottish police officers from a minority ethnic background has risen from 0.3% in 1998 to 1.2%¹⁵ in 2012, illustrating that progress has been remarkably slow. In 2013, when Police Scotland published the first equality and diversity report for the new single service, it was noted that the percentage of minority ethnic police officers in 2013 was 1%, police staff was 1% and minority ethnic special

¹⁵ House of Commons Library, Standard note 00634, Police Strength, July 2013



constables was also 1%.¹⁶ These figures were also reported in the Scottish Police Authority Mainstreaming Report 2013.¹⁷ The number of ethnic minority officers in higher ranks is so low that HMICS was unable to obtain a percentage breakdown by rank from Police Scotland. However, HMICS has been advised by Police Scotland that there are no officers currently serving in Scotland at Superintendent rank or above who are from a visible ethnic minority background.

42. Accordingly, all of the evidence points to the need for Police Scotland to take some bold steps to address the under-representation of ethnic minorities as police officers and staff to ensure that the service is more proportionally representative of the communities that it now serves, so as to maintain and enhance public confidence and trust. This is an area that will require a strong leadership commitment by the Force Executive to ensure delivery of this equality outcome, and it is also an area worthy of careful monitoring by the Scottish Police Authority and HMICS.

Increase awareness of hate crime

43. The second priority was to increase awareness of hate crime in a sustained approach amongst ethnic minority communities and also police staff, to ensure that such issues are properly recorded and are given the investigative priority that they deserve to build public confidence. This is also one of the published Police Scotland equality outcomes '**People better recognise hate crimes and incidents and feel confident in reporting them**'. Yet as this research indicates, those with whom we spoke did not always have confidence to report, or that incidents reported to the police will be properly followed up and that ongoing feedback will be given to victims.
44. This is another outcome that will require careful monitoring by Police Scotland and the Scottish Police Authority, particularly due to contemporary debates on the reliability and validity of crime recording data by the police in England and Wales.¹⁸ On 12 November 2014, HMICS published a crime audit report following an inspection of Police Scotland. Partly informed by this ethnic minority community consultation exercise, we specifically examined hate crime recording by Police Scotland and found very high levels of compliance with the Scottish Crime Recording Standard (SCRS) with an overall compliance level for the recording of hate crimes of 97%. Full details of this audit can be seen on the HMICS website <http://www.hmics.org/publications>

¹⁶ Equality and Diversity in Police Scotland 2013, page 40.

¹⁷ <http://www.spa.police.uk/assets/128635/equality-mainstreaming-report>

¹⁸ The UK Statistics Authority has stripped the quality kite mark 'National Statistics' for police crime data in England and Wales.



Effective community engagement

45. The third and final priority area was for more effective community engagement by Police Scotland and better public consultation with ethnic minorities and other ‘hard-to-reach groups’. This priority maps onto two of the Police Scotland published equality outcomes **‘Individuals within protected groups feel safe and secure within their local community’** and **‘People from, and across, protected groups are meaningfully engaged with us and their views contribute to service improvements’**.
46. With this in mind, HMICS will give an undertaking to explore national and local modes of community consultation and engagement deployed by Police Scotland as part of a rolling programme of local policing inspections throughout Scotland commencing in late 2014. Those inspections (known as local policing plus) will consider what generic modes of community engagement are in place between Police Scotland and local communities including any bespoke arrangements in place to engage specifically with protected characteristic group communities.

Discussion with Police Scotland

47. On 10 July 2014, HMICS and CEMVO met with the National Safer Communities Superintendent from Police Scotland to discuss the findings from this research project and to discuss current and future developments in relation to the published Police Scotland equality outcomes and broader work on the general theme of providing needs-based policing services to minority communities.
48. From discussion, it was clear that Police Scotland welcomed the findings from this research project, and it was also clear that progress was being made in respect of required actions to deliver on published outcomes. On 25 June 2014, Deputy Chief Constable Richardson presented an equality and diversity update paper to the Scottish Police Authority. This paper explained how Police Scotland would deliver on its published equality outcomes and how governance would be exercised. Responsibility for service delivery outcomes sits with the Chief Superintendent, Head of National Safer Communities, whilst the Director of People and Development has responsibility for all HR and Training outcomes.



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49. Police Scotland has also presented an Equality and Diversity Action Plan 2013-2017 as part of this recent update to the Scottish Police Authority. The Plan contains specific actions that will be taken by Police Scotland to deliver on each equality outcome, and each outcome has a number of improvement actions assigned to a named individual. The Action Plan can be viewed on the Scottish Police Authority website.¹⁹
50. At an operational level, Police Scotland has also made a number of improvements relative to the issues explored in this research including:
- A hate crime Standard Operating Procedure (SOP) has been developed and guides all staff in Police Scotland in dealing with hate crime.
 - A new on line 'e-learning' package is being developed to supplement the hate crime SOP. This will underpin the initial training provided to all officers and ensure there is equity and understanding across the country in terms of service delivery and recording of incidents.
 - A Police Scotland Third Party Reporting SOP has been published. This is an accumulation of the legacy force schemes and aims to encourage more people to report hate crime. A training package enhances this scheme whereby 40 officers from across Scotland have been trained to provide training to new agencies, as well as supporting existing agencies. There are now in excess of 300 sites nationwide and this new scheme aims to build on this to meet the needs of more communities.
 - A 'Diversity Advisor' course is being developed to train certain officers in hate crime and diversity issues that will allow them to provide advice and assistance, at an enhanced level, to operational and tactical commanders at events such as demonstrations, sporting events and protests.
 - Hate crime is a priority for Police Scotland and each of the 14 territorial divisions incorporate it into their policing plans. Each division has set performance indicators for hate crime, which is closely monitored on the Police Scotland corporate performance management system SCOMIS (Scottish Operational Management Information System).
 - Discussions are underway to obtain analytical support for the development of a Strategic Hate Crime Profile for Police Scotland, the completion of which would be intended to direct future campaigns and activity.
 - A National Independent Strategic Advisory Group (NISAG) has been established to oversee, scrutinise and provide advice to the Scottish Police Authority (SPA) and Force Executive on

¹⁹ <http://www.spa.police.uk/assets/126884/232805/item25>



equality and diversity issues, in line with Police Scotland equality and diversity outcomes. Their role will be a critical friend, challenging the approach to various issues and ensuring equality and diversity is mainstreamed.

- Police Scotland is represented on the Criminal Justice Strategic Equality Group, which includes representatives from the Crown Office, Legal Aid Board, Scottish Government and Scottish Prison Service. Its strategic aims are around disability hate crime and under representation.
- The National Safer Communities team supports all 14 territorial divisions in dealing with hate crime and gather and monitor hate crime daily across Scotland. Single Points of Contact have been established and monthly meetings take place to share good practice. Divisions are also supported in addressing their performance in dealing with hate crime.

Feedback to delegates

51. A copy of this research paper will be made available to all those who participated in the research. In addition, it is proposed that HMICS and CEMVO will host a single short session in spring/summer 2015 to invite research participants back to discuss how their contributions were used to inform scrutiny activity, and what progress may have been made or initiated as a result.

Conclusion

The aim of this research was to engage directly with ethnic minority residents in Scotland through a limited series of community consultation events on the subject of published Police Scotland Equality Outcomes. The objective of our research was firstly to build capacity amongst participants in relation to contemporary policing debates in Scotland, so as to then ascertain community perspectives on policing including whether ethnic minority residents felt that the published police equality outcomes were appropriate to the needs of their communities.

As highlighted in this report, this was a relatively modest research project intended to illuminate key issues and it is hoped that it will facilitate further discussion associated with policing ethnic minority communities in Scotland. Although small scale, the findings are nevertheless of some significance as they indicate that ethnic minority communities hold some very positive perspectives about policing in Scotland including the general view that policing in Scotland continues to improve.



As this work by HMICS did not constitute a formal inspection of Police Scotland, we do not make specific recommendations from our research and this report is not laid before the Scottish Parliament. Instead, we seek to add value to policing by capturing the perspectives of ethnic minority community residents in Scotland and in particular by highlighting which of the existing published Police Scotland equality outcomes are of greatest importance to the ethnic minority delegates who participated in our research.

Some of those issues such as the under-representation of BME police officers are long-standing challenges for policing that have persisted in Scotland for decades. However, we believe that the creation of a single national police service and new equalities legislation in Scotland presents a unique opportunity to further improve relationships and understanding between ethnic minority communities and policing in Scotland. Accordingly, we look forward to Police Scotland delivering on its published equality outcome commitments and to the achievement of a policing service in Scotland that is truly reflective of the diverse communities that it serves.



Appendix A – KETSO tables

Table 1 – Hate Crime
Comments on current performance of Police Scotland

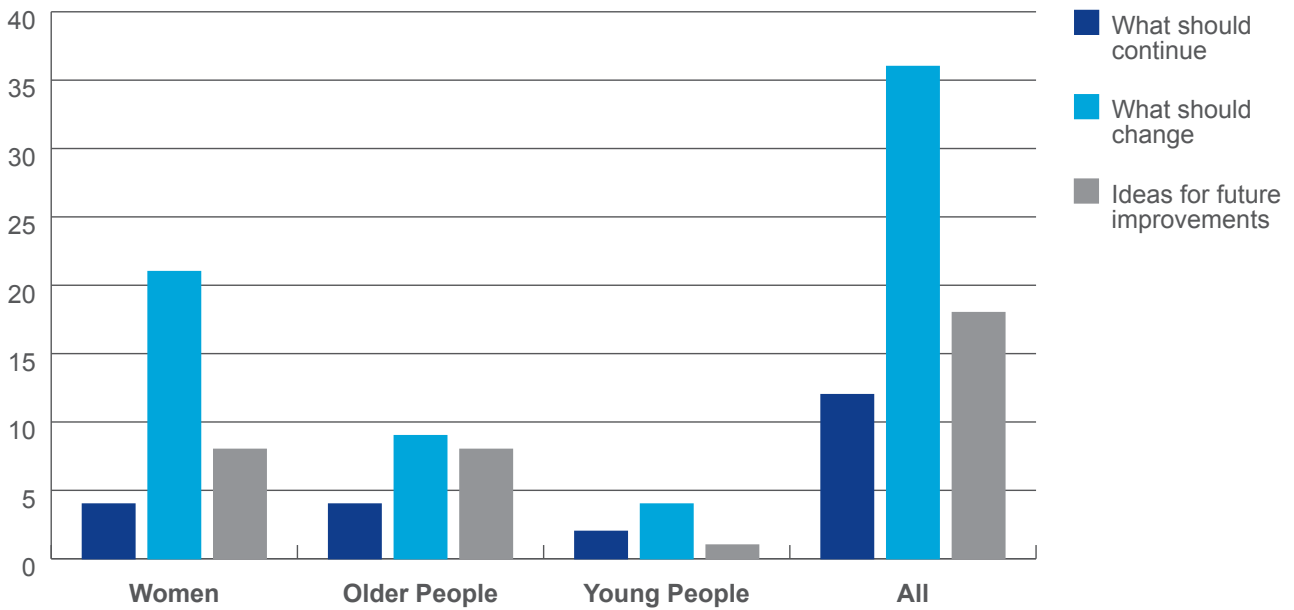


Table 2 – Contacting the Police
Comments on current performance of Police Scotland

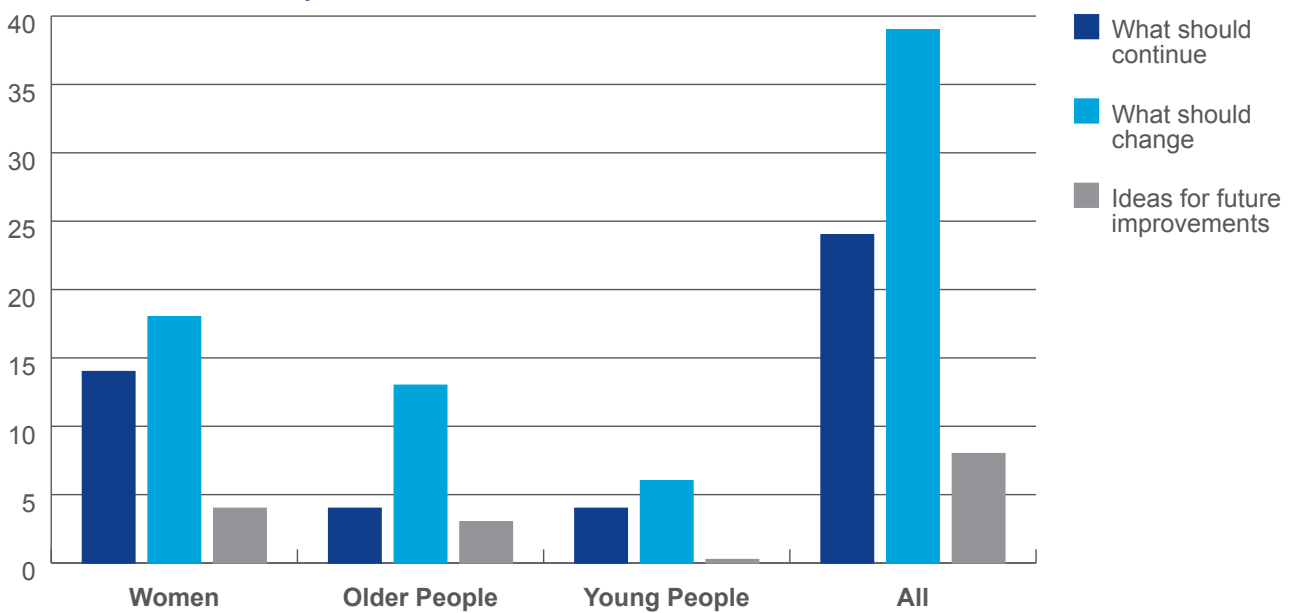




Table 3 – Community Engagement
Comments on current performance of Police Scotland

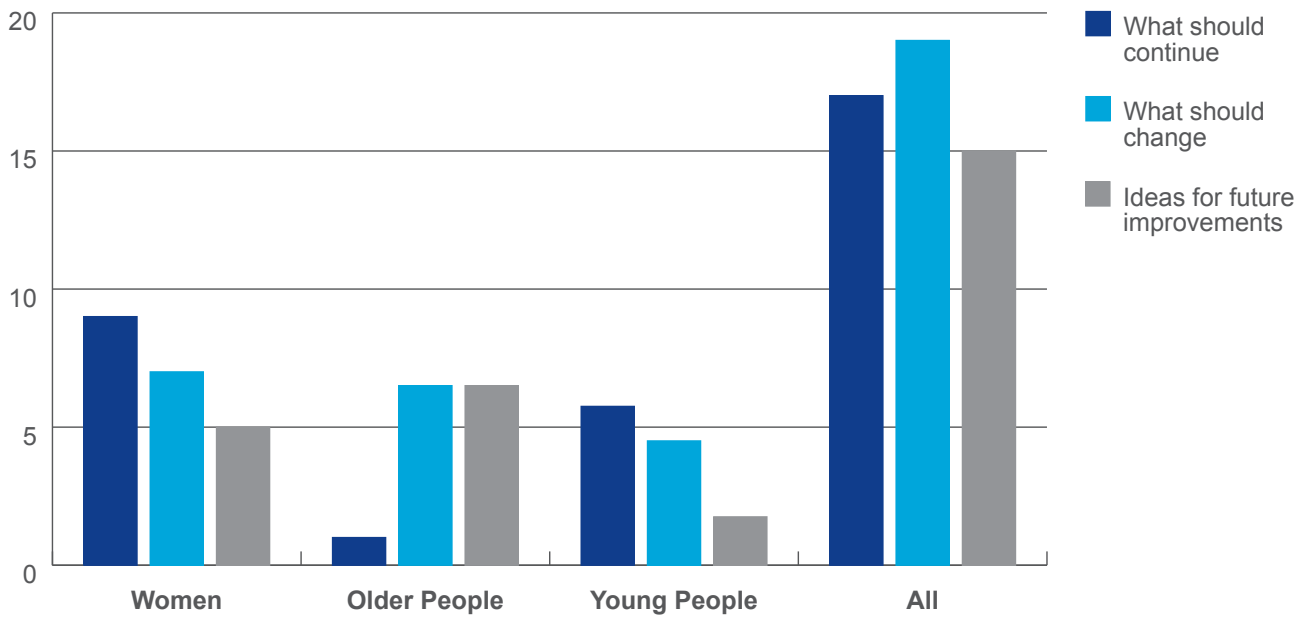


Table 4 – Safety and Security
Comments on current performance of Police Scotland

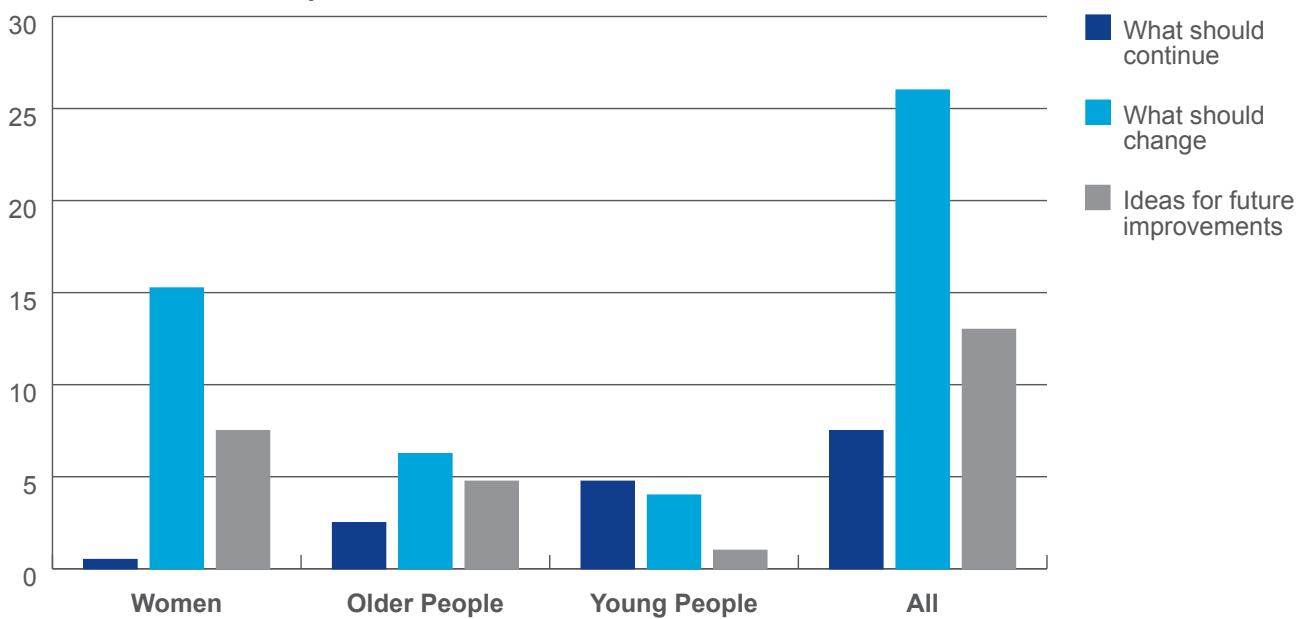




Table 5 – Employment
Comments on current performance of Police Scotland

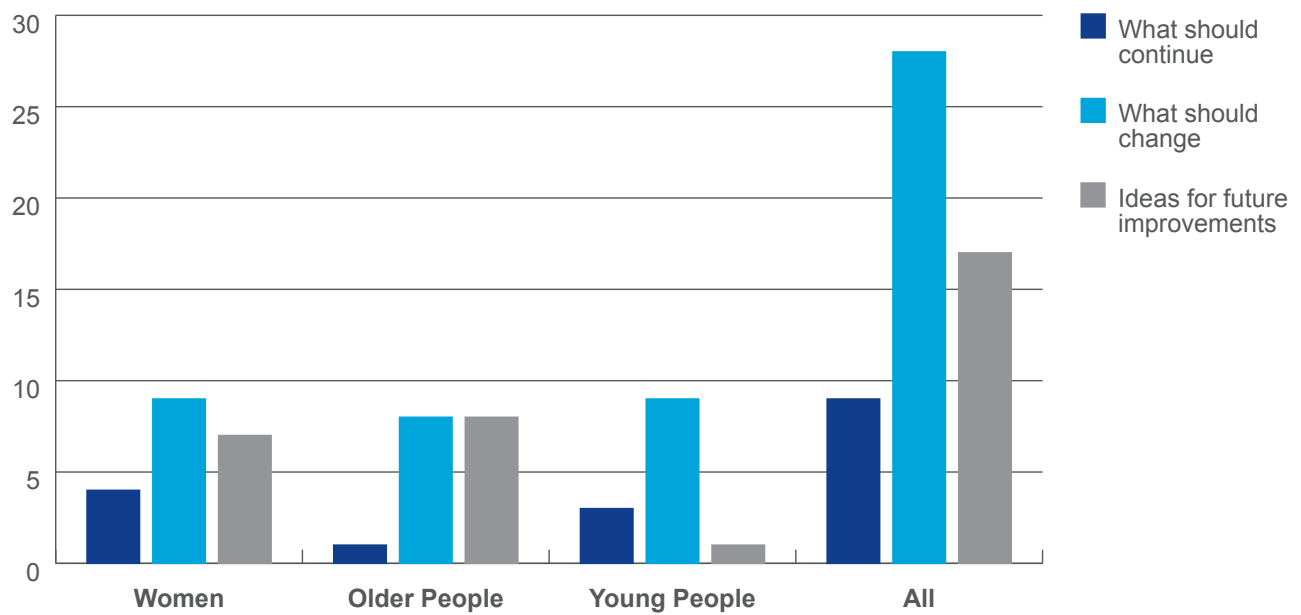
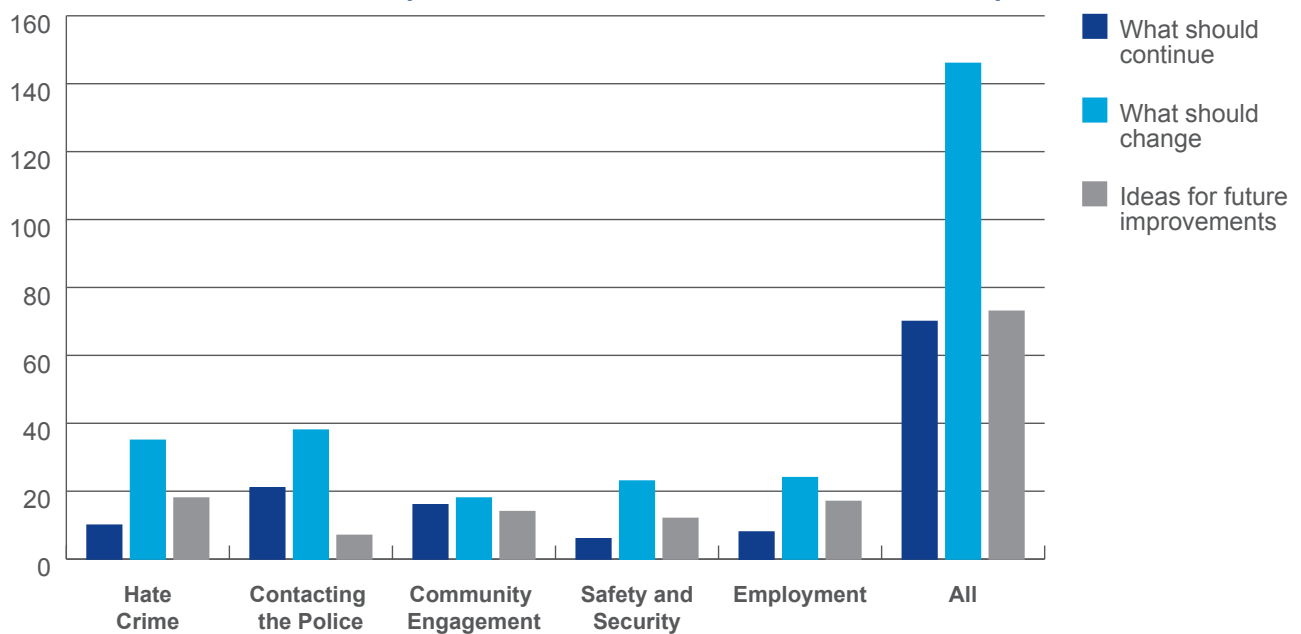


Table 6 – Total comments on performance of Police Scotland across all topics





Appendix B – About CEMVO

Council of Ethnic Minority Voluntary Sector Organisations (CEMVO) Scotland was set up in 2003 with the aim of building the capacity and sustainability of the ethnic minority (EM) voluntary sector and its communities in Scotland. With a database network of over 600 EM voluntary organisations and community groups, CEMVO Scotland has a proven track record in delivering Scotland-wide programmes and projects and is a strategic partner of the Scottish Government. The organisation continually engages with the EM voluntary sector and its communities, enabling staff to gather vital intelligence about the needs of and issues affecting the sector.

Funded by the Scottish Government Equalities Unit, CEMVO Scotland will provide support to public, statutory and third sector organisations in the implementation of race equality in all areas of their organisational development and processes. Their overall role is to help increase and improve dialogue between mainstream organisations and ethnic minority groups throughout Scotland, in all areas of decision making and service provision.

The mainstreaming of race equality support includes the following elements:

- Organising race equality mainstreaming events to discuss, debate and progress the mainstreaming race equality agenda. These events provide an opportunity to network and agree collective agendas.
- Helping mainstream organisations to facilitate community engagement events at local, regional or national levels.
- Providing support to mainstream organisations for equality impact assessments (EQIA), either through organising community participation consultative groups or individual ethnic minority input. See CEMVO website for details.
- Three days consultancy support to mainstream organisations by a small team of equality specialists. The team provides guidance and support in reviewing equality processes such as leadership, workforce and training, community engagement, service provision, procurement, setting of equality outcomes and mainstream reports.
- Support in the recruitment of ethnic minority people onto boards and management committees. A quarterly newsletter highlights vacancies for statutory, public and third sector organisations and is circulated to ethnic minority groups throughout Scotland.



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HMICS operates independently of Police Scotland, the Scottish Police Authority and the Scottish Government. Under the Police and Fire Reform (Scotland) Act 2012, our role is to review the state, effectiveness and efficiency of Police Scotland and the Scottish Police Authority. We support improvement in policing by carrying out inspections, making recommendations and highlighting effective practice.

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